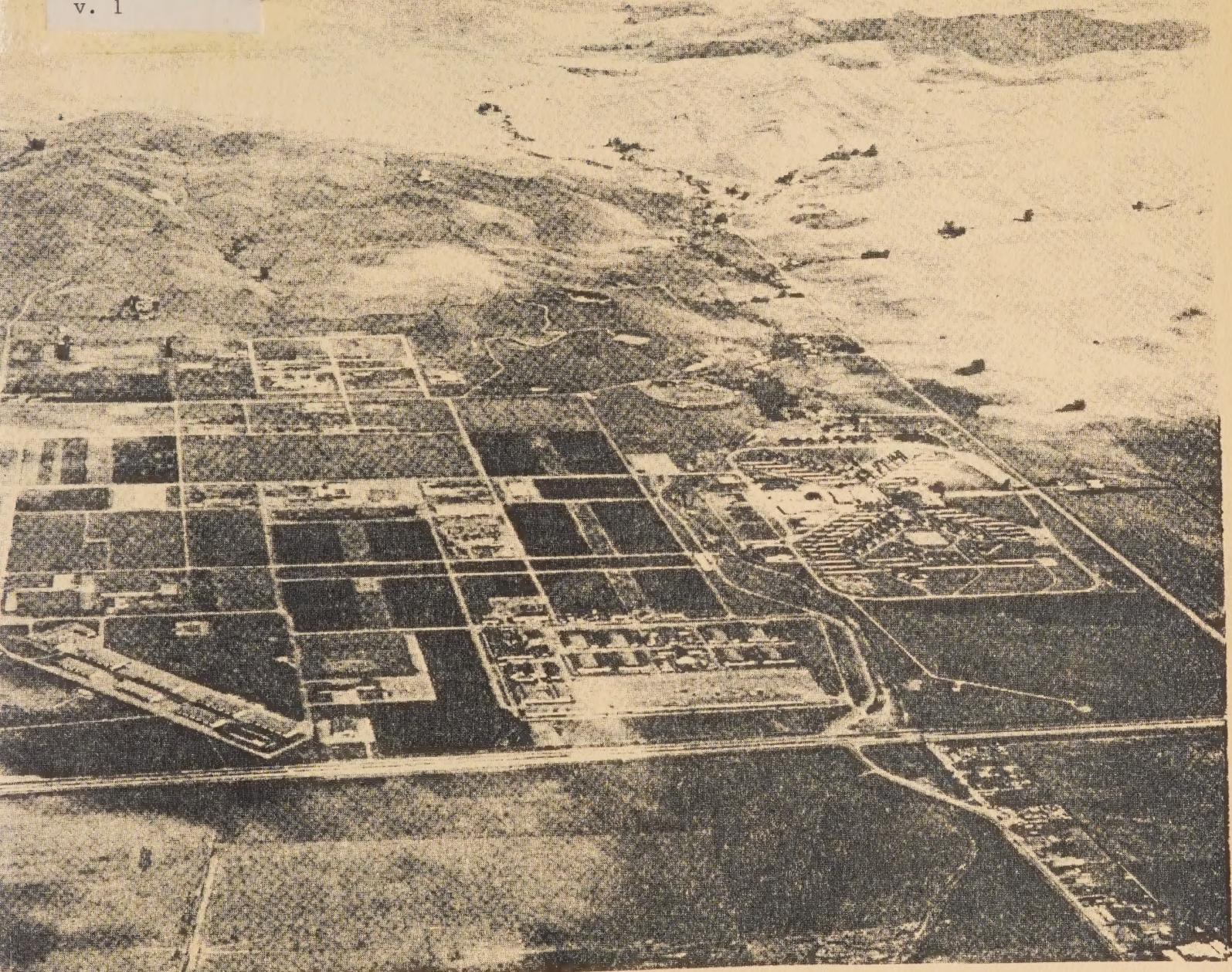


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Santa Rita Replacement Facility

Alameda County, California

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**PRELIMINARY MASTER PLAN
EXECUTIVE SUMMARY**

VBN/GRUZEN
ARCHITECTS PLANNERS

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VBN/GRUZEN ARCHITECTS & PLANNERS

363 13th Street, Oakland, California 94612
Telephone: (415) 763-1313

December 11, 1979

The Honorable Board of Supervisors
County of Alameda
1221 Oak Street
Oakland, California 94612

SUBJECT: Santa Rita Replacement Facility -- Preliminary Master Plan Phase I
(Contract Resolution Number 184018)

Dear Supervisors:

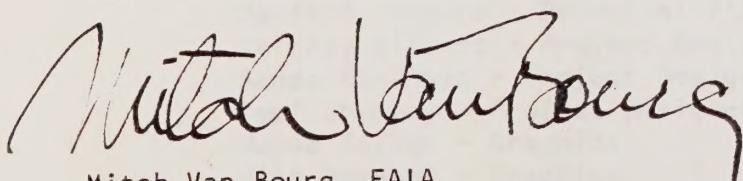
Delivered herewith in two volumes is our final submission on the subject Phase I Project consisting of an Executive Summary and the Preliminary Master Plan report.

Our work over the past several months involved a significant interaction with the thoughtful and extremely dedicated county staff committee on a weekly basis. Their critical responses to our exploratory questions and numerous planning alternatives were invaluable in the process of developing the essentials for such a report.

We thank you for the opportunity to work on this very challenging assignment. We plan to make a formal presentation to you in January, 1980 and look forward to your authorization for proceeding to the next phase of this project.

Sincerely,

VBN/Gruzen



Mitch Van Bourg, FAIA
Partner-In-Charge

MVB/ky



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ACKNOWLEDGEMENTS

We wish to acknowledge the full cooperation and valuable participation of the following individuals and agencies:

Alameda County Santa Rita Replacement Planning Committee

Jeffrey Campen - Law and Justice Coordinator, County Administrator's Office

George Hewitt - County Administrator's Office

H.A. Flertzheim - Director, Public Works Agency

Harry Peshon - Chief, Engineering & Architecture, Public Works Agency

Lou Santucci - Lieutenant, County Sheriff's Department

William Vogel - Director, Criminal Justice Medical Programs

Donn Weaver - Engineering & Architecture, Public Works Agency

County Agencies

Hon. Courtland Arne - Municipal Court Presiding Judge

Kelvin Booty - Assistant County Counsel

Glen Dyer - Sheriff, Alameda County, Sheriff's Department

Paul Green - Assistant Chief Probation Officer

Mei Hing - County Administrator

James Hooley - Public Defender

Lowell Jensen - District Attorney

Hon. Allen A. Lindsay - Superior Court Presiding Judge

Fred MacFarlane - Director, Alameda County General Services Administration

Larry Walker - Director of Adult Division, Probation Department

Architect/Planners

VBN/Gruzen

Mitch Van Bourg - Partner-in-Charge

Charles Silverman - Project Director

David Miles Ziskind - Partner

Paul Willen - Partner

Paul Silver - Partner

Frank Repas - Project Manager

David M. Bogard - Principal Planner

Jeffrey Gilbert - Project Designer

Sanda Kleinman - Project Designer

Paul Chorney - Project Designer

Wayne Fuller - Graphics

Bill Donahey - Graphics

Magali Mateos - Production

Consultants

Rosser White Hobbs Davidson McClellan Kelly, Inc.- Mechanical Engineer

D.D. & A. Consultants, Inc. - Civil Engineers

Justice Systems, Inc. - Justice Consultants

Amis Construction & Consulting Services, Inc. - Cost Consultants

Introduction

Since 1970, Alameda County has energetically pursued a program to identify and analyze its pretrial and sentenced detention needs and to upgrade its physical facilities. At that time the County determined to phase out the existing Santa Rita Rehabilitation Center for housing pretrial prisoners and to undertake interim improvements of the facility, until new studies could be completed.

From 1973 to 1976 pretrial planning studies were undertaken resulting in the Oakland facility presently under construction, and in a contemplated facility in Hayward. In 1977, a report summarizing sentenced population needs was submitted to the Board of Supervisors, clearly establishing the importance of a complete replacement facility. That document on sentenced needs, plus the County's continuing Jail Planning Services have provided the background for this report.

In 1979 the firm of VBN/Gruzen was selected to prepare preliminary planning and programming options for a replacement facility for sentenced inmate. Close and continuing collaboration between personnel in the Sheriff's Department, County Administrator's Office, Public Works Agency and the consultants resulted in this Preliminary Master Plan Report. The options presented in it will form the basis for a second phase of work for a final detailed Master Plan.

The brief report that follows is the Executive Summary of the Preliminary Master Plan. For more detailed information the reader is directed to Volume 2.

Background

The existing Santa Rita facility is a former military compound of World War II vintage located on a large reserve containing a number of other functions such as the County Corporation Yards, Law Enforcement Academy, agricultural areas and so forth.

The antiquated structures, primarily of wood (except for the maximum security element called Greystone), prevent, by their physical limitations, efficient operation of Santa Rita in conformance to contemporary detention standards. The pressing need for a new facility in economic, human and legal terms, has been documented extensively.

This study will analyze the optimum specific form and scale of upgrading that will permit operations which conform to current standards of treatment and are economically achievable.

General Goals

The County has established the following goals for the Master Plan, in discussion with VBN/Gruzen:

- 1) Protection of the public by securely detaining persons who present a danger to the community.

- 2) Provision of humane and efficient management of inmates.
- 3) Provision of services necessary to provide for the health and welfare of inmates.
- 4) Conformance, in general, to contemporary standards of the American Correctional Association's Manual of Standards for Adult local Detention Facilities and the California Board of Corrections State Minimum Jail Standards.
- 5) Extreme flexibility, adaptability and growth potential recognizing that the field of corrections is undergoing rapid change and the County needs may vary greatly in the future.

Specific Contract Criteria This report is organized in response to the following specific work tasks, which represent Phase I of the Master Plan:

- 1) To develop Facility Program options.
- 2) To develop Conceptual Plans for various options with advantages and disadvantages of each, as well as capital and operational costs.
- 3) To provide siting considerations for additional components on the County property.
- 4) To evaluate infrastructure options as they affect cost and operations for:
 - o utilities
 - o solar & other energy options
 - o alternative construction methods
- 5) To participate in work sessions with representatives of the various County agencies.
- 6) To conform to standards for the handicapped.

The following summary consists of options and recommendations. The recommendations, where noted, seem clear at this point. The options with their criteria for choice, which are the heart of this study, are in fact an agenda for decisions to be finalized in the Phase II master plan.

The list of options given here, already represent a filtering down from a large number and in all cases represent a 'menu' of simple choices: there are 2 basic program models, for example, and 2 housing module options. Each option is therefore a single issue for straightforward selection by the County. Though not all such option issues are truly independent, they make clear the choices for Phase II.

The findings of this Preliminary Master Plan report for the Santa Rita Replacement facility are:

- 1) The optimum capacity for the Complex is for 1008 beds, expandable to 1200 by future construction if required.
- 2) The complex should be operated as a set of 'management units' or facilities each of which is physically distinct from one another in terms of inmate management. Service and support elements, which do not affect inmate treatment at a personal level can be centralized.
- 3) Two basic security grouping models have been developed as viable options. These consist of 4 facilities or 3 facilities.

Model 1	(240) bed maximum/medium facility
4 facilities	(288) bed medium/minimum facility
	(144) bed women's facility
	(312) bed minimum facility
	(24) bed infirmary

Model 2	(384) bed maximum/medium facility
3 facilities	(456) bed medium/minimum facility
	(144) bed women's facility
	(24) bed infirmary

- 4) Model 2, though slightly lower in capital cost is higher in staffing. It lacks some of the program flexibility of Model 1, which allows splitting of the minimum security classification either into those inmates doing institutional work and those in other programs or, by length of stay. This improves circulation patterns and future program responsiveness. In addition it is easier to expand each facility in Model 1 to meet future variable growth needs in all security categories. Model 2 already has one facility near the limit of 500 and could not grow with equal ease in all categories.
- 5) Model 1 has some 277,000 net square feet in area and 425,000 gross. Model 2 has some 273,300 net square feet and 420,000 gross square feet and therefore is slightly less costly in capital construction terms.
- 6) Model 1 has a recommended staffing requirement (exclusive of medical staff) of 255. Model 2 requires a staffing complement of 274 although it has fewer facilities.

Operating costs range from \$9,157,821 to \$9,371,577 for Model 1 and from \$9,707,703 to \$9,850,207 for Model 2.

- 7) Housing units or modules are in groups of 48 beds, each of which can be locked off if required without compromising operation of the remainder. Control stations are situated between 48 person units, so that one officer can oversee 48 or 96, depending on available staffing and security level.
- 8) The 48 bed housing units have been programmed to be a mixture of single rooms (max/medium) and dormitories (medium/minimum), that can be converted readily to single rooms if ever required. Current standards strongly indicate single rooms for all security levels, and convertibility seems both prudent and cost effective. As an option, all single rooms could be built initially. The costs are summarized at the end of this section. the current mix is:

Max/Med.: 432 single rooms
Med/Min.: 264 beds in 4 person dorms with plumbing chases to allow conversion to single rooms with individual toilets.
Minimum: 288 beds in 12 person dorms which can easily be converted to single rooms with shared bathroom facilities.

- 9) Additional 48 bed unit can be constructed in the future without disrupting operations and security at each facility.
- 10) Since flexibility is a criteria, Complex support has been examined for the following options:
 - * sized for 1008 inmates (required)
 - * sized for 1200 inmates (to serve future housing additions and other county services)
 - * located to serve any future detention facility located on the Santa Rita property (recommended)
- 11) Site options. Each model (1 and 2) has been tested on the site in one of two locations: east or west of Tassajara Creek. The western site allows more buffering from adjacent uses and greater growth potential without crossing the stream. However, it requires more site penetration by visitors and public. At this point, the western site would be easier to develop and allows much easier expansion.
- 12) Other proposed components on the County property must be related to this project. These include a court complex, corporation yard and other components indicated in the accompanying site plans. Again, a westerly location seems to easily satisfy most requirements.
- 13) Parking needs for staff and public range from 400 - 450 cars. 400 would be adequate with efficient visitor scheduling.
- 14) Total Project costs for the various models at current rates can be determined from the Concept Evaluation table on the next page, and include construction cost, site cost and 20% for contingencies and fees.
 - * Model 1 without enlarged complex support and mixture of single rooms and dormitories is in the range of \$53.5 - \$55.0 million.

- * Model 2 would be \$53.0 - \$54.5 million, some \$500,000 less than 1 due to a more compact perimeter, fewer control stations, etc. However, operational costs are higher.
- * The ranges indicated reflect the difference between possible construction techniques. These depend on detailed architectural plans and will be defined later in the Phase II Master plan.

15) Building all housing as single rooms rather than as a mix of single rooms and dormitories would result in a \$1.8 million increase on the above costs (\$1.8M = \$1.5M construction + 20% contingencies/fees).

16) Building complex support (kitchen, etc) with a capacity to handle 1200 inmates adds \$3.84 million to the above. (\$3.2 million + 20% contingencies/fees). This may be phased, but would require further funds for escalation costs.

Program Summary Model 1

	24	240	288	312	144		
	CENTRAL	MAX/MED	MED/MIN	MIN	WOMEN	TOTAL	GSF
A. ADMIN/PUBLIC							
Complex Administration	1,880					22,380	33,570
Local Admin/Visit		5,425	5,425	3,425	6,225		
B. CUSTODY ADMIN							
Complex	4,760					9,620	15,400
Local		1,290	1,290	1,290	990		
C. COMPLEX SUPPORT							
Kit/Laund/Plant	44,000 (67,200)					44,000 (67,200)	52,800 (80,640)*
D. HEALTH SERVICES							
Med/Dent/Infirmary	8,325					8,325	13,320
E. MULTIPURPOSE/AUDIT/VISIT.	12,770					12,770	15,324
F. RESIDENTIAL		37,532	42,010	46,762	21,959	148,263	247,599
G. PROGRAM SERVICES							
Complex Program Support	13,800					31,660	47,490
Local Resource Centers		3,505	5,845	3,505	5,005		
TOTALS						277,018 (300,218)	425,503 (453,343)

Program Summary Model 2

	24	384	456	144		
	CENTRAL	MAX/MED	MED/MIN	WOMEN	TOTAL	GSF
A. ADMIN/PUBLIC						
Complex Administration	1,880				19,830	29,745
Local Admin/Visit		7,900	3,825	6,225		
B. CUSTODY ADMIN						
Complex	4,760				9,030	14,450
Local		1,640	1,640	990		
C. COMPLEX SUPPORT						
Kit/Laund/Plant	44,000 (67,200)				44,000 (67,200)	52,800 (80,640)*
D. HEALTH SERVICES						
Med/Dent/Infirmary	8,325				8,325	13,320
E. MULTIPURPOSE/AUDIT/VISIT	12,770				12,770	15,324
F. RESIDENTIAL		58,537	68,587	21,959	149,083	248,968
G. PROGRAM SERVICES						
Complex Program Support	13,800				30,295	45,442
Local Resource Centers		5,945	5,545	5,005		
TOTALS					273,333 (296,533)	420,049 (447,889)

note: GSF=Gross Square Feet

MODEL	CAPITOL COSTS (1)		SITE COSTS (5)	TOTAL PROJECT COST (2) (JAN. 1980 INDEX)	STAFFING RECOMMENDATION	OPERATING COSTS (4) (JAN. 1980 INDEX)
MODEL 1	1008 BED COMPLEX WITH SUPPORT FOR 1008	1008 BED COMPLEX WITH SUPPORT FOR 1200				
	\$41,824,000 to \$43,055,000			\$53,493,600 to \$54,970,800	UNIFORMED 206 CIVILIAN 49 TOTAL 255	\$9,157,821
		\$45,020,000 to \$46,340,000	\$2,754,000	\$57,328,800 to \$58,912,800		
	\$43,324,000 to \$44,555,000			\$55,293,600 to \$56,770,800		
MODEL 2		\$46,526,000 to \$47,840,000		\$59,136,000 to \$60,712,800		
	\$41,407,000 to \$42,621,000			\$52,993,200 to \$54,450,000	UNIFORMED 225 CIVILIAN 49 TOTAL 274	\$9,707,703
		\$44,608,000 to \$45,906,000	\$2,754,000	\$56,834,400 to \$58,392,000		
	\$42,907,000 to \$44,121,000			\$54,793,200 to \$56,250,000		
		\$46,108,000 to \$46,608,000		\$58,634,400 to \$59,234,400		

1. Cost range reflects difference between construction techniques. To be refined in Phase II.
2. Project Cost = Capital Cost + Site Costs + 20% for fees and contingencies.
3. Cost to build all inmate beds as single rooms initially to convert dormitories to single rooms later, escalate cost differential for time elapsed.
4. Includes both personnel and building operations costs.
5. Includes site capabilities for 2500 persons including 1200 sentenced inmates.

Site Forces

The site forces that effect the potential locations of the post-sentence facility are illustrated on page 2.0.6. They are:

1. Prevailing winds
2. Fault Zone
3. Tassajara Creek
4. Steep slope

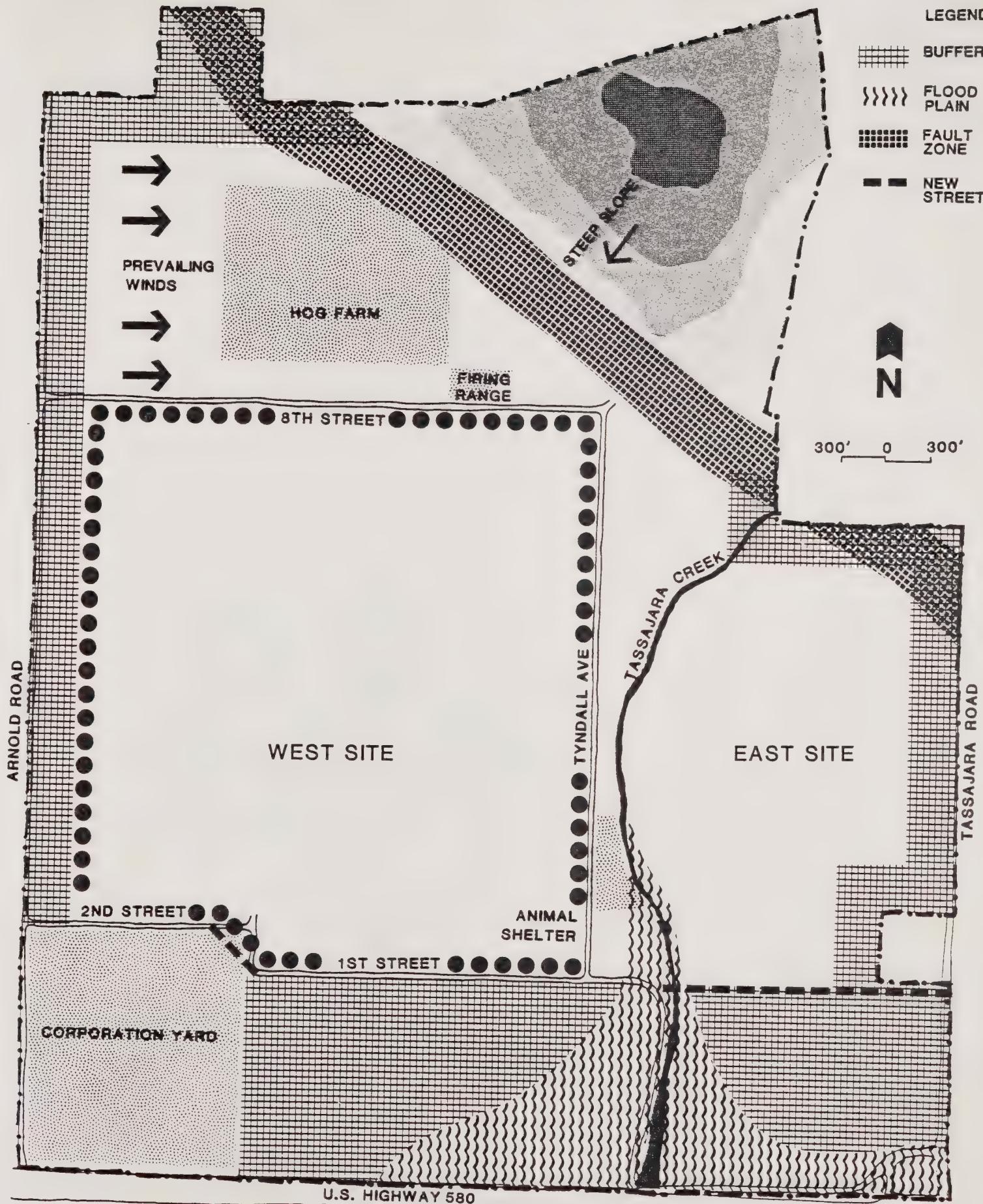
The relative positions of these forces determine that the optimal site locations be situated generally south of 8th Street.

Due to security implications, the site location should not straddle the creek and therefore needs to be located east or west of Tassajara Creek.

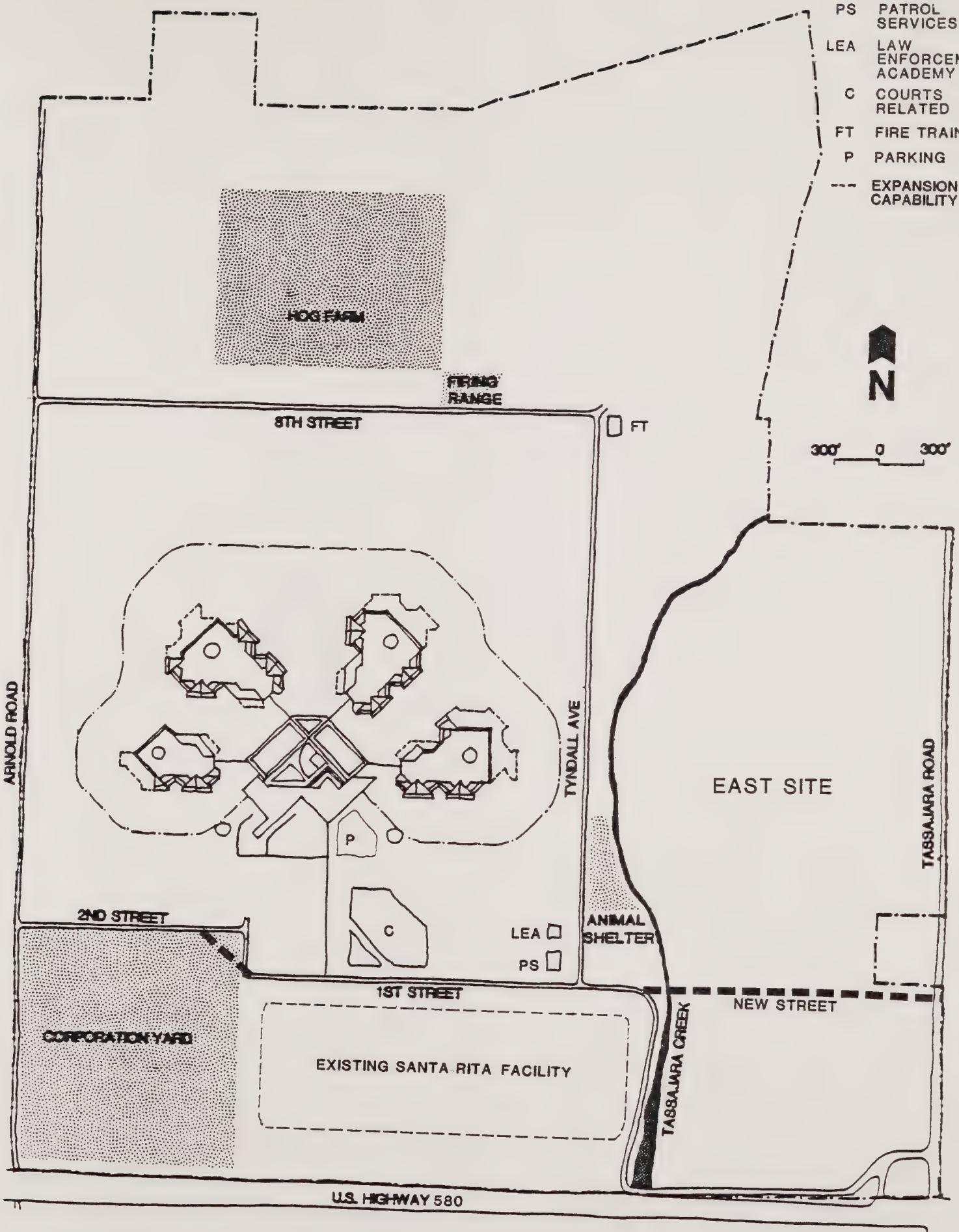
It was decided, that for security reasons, the potential site would be situated north of 1st Street. This also can provide a potential benefit to the County for using the land between 1st Street and U.S. Highway 580 for other uses.

Finally, due to the restrictions imposed by the limited area at the eastern side of the site, the western side was chosen as indicated on page 2.0.2 "Site Options."

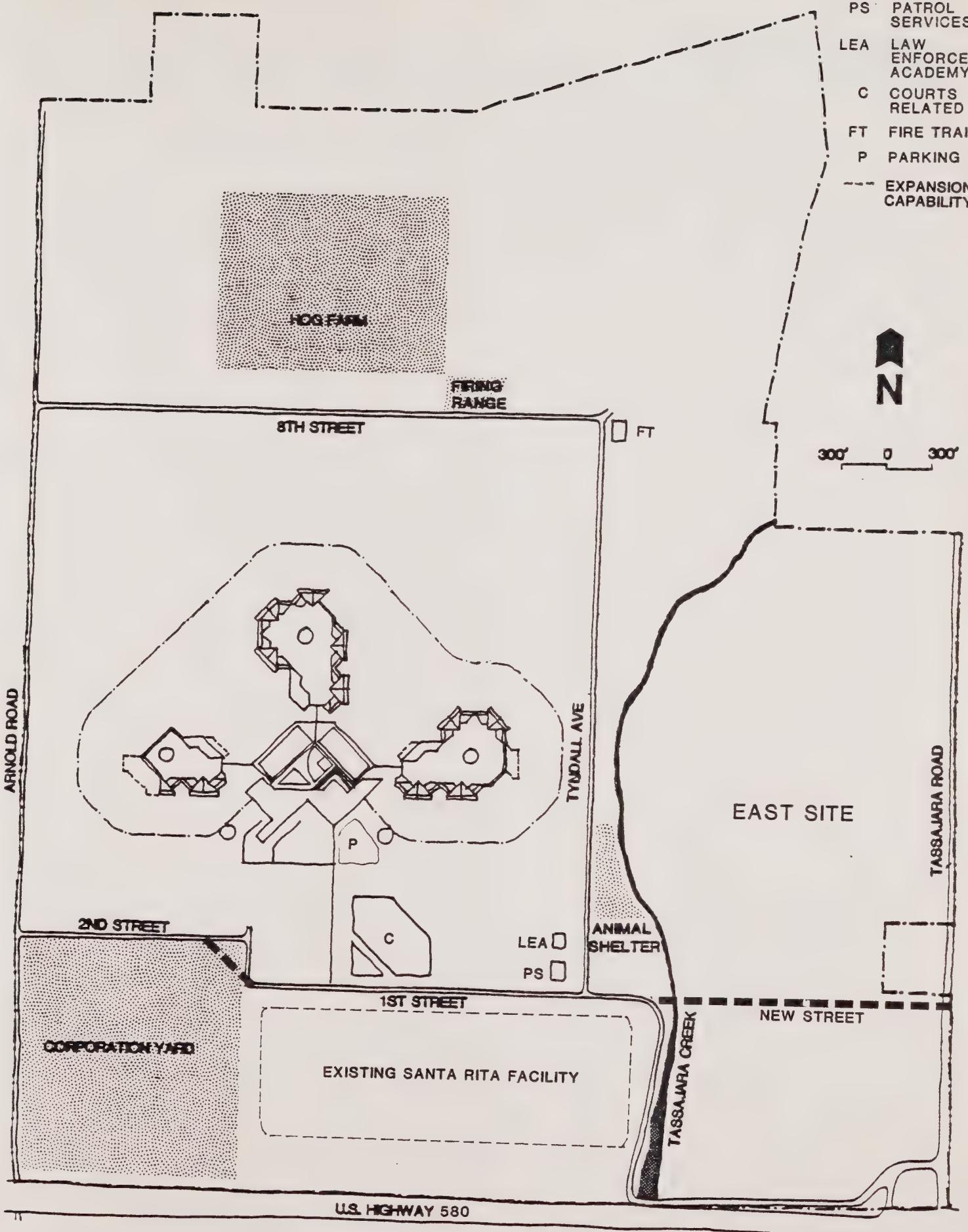
The following diagrams (page 2.0.7 and 2.0.8) illustrate the potential of the west site to accomodate Model #1 (4 facility complex) and Model #2 (3 facility complex). These diagrams also illustrate potential siting of other County facilities.



PS PATROL
 SERVICES
 LEA LAW
 ENFORCEMENT
 ACADEMY
 C COURTS
 RELATED
 FT FIRE TRAINING
 P PARKING
 --- EXPANSION
 CAPABILITY



PS PATROL
 SERVICES
 LEA LAW
 ENFORCERS
 ACADEMY
 C COURTS
 RELATED
 FT FIRE TRAINING
 P PARKING
 - - - EXPANSION
 CAPABILITY



Introduction

The following criteria form the basis of concept development and evaluation. Program Options 1 and 2 were conceptually placed on the site in conformance with the constraints indicated.

The resulting physical concepts were then evaluated against measurable factors (such as length of utility runs) and ranked for those that cannot be measured simply (such as flexibility for reassignment of inmate categories). These are:

- o Number of control points (more control points mean more staffing, but also increase flexibility).
- o Total length of utility runs (the more compact schemes have shorter runs).
- o Total length of off-site utilities and access roads.
- o Total length of Circulation paths.
- o Total length of perimeter (both perimeter patrol roads and fencing)-
- o Flexibility of Reassignment (4 management units can be programmed more flexibly than 3). Also independent central support is easier to program for accesss by other units.

Housing Modules

The 48 bed housing modules are conceived as independent structurs that can be idividually closed off if security requires, without affecting the rest of the facility. This also allows new modules to be built within each facility without disturbing the others.

Control stations are located between each pair of 48 men units, allowing either one control officer per 96 or 48, depending on security level or available staff.

The medium/maximum housing modules consist of single rooms arranged in groups of 12 to 24 on two levels with an intermediate dayspace that allows direct surveillance of both levels from one control station.

The medium/maximum housing modules consist of 4 bed dormitories which by addition of partitions, doors and toilets are converted to single rooms. Roughed-in plumbing runs are provided for development as single rooms. The 4 bed elements provide a sense of

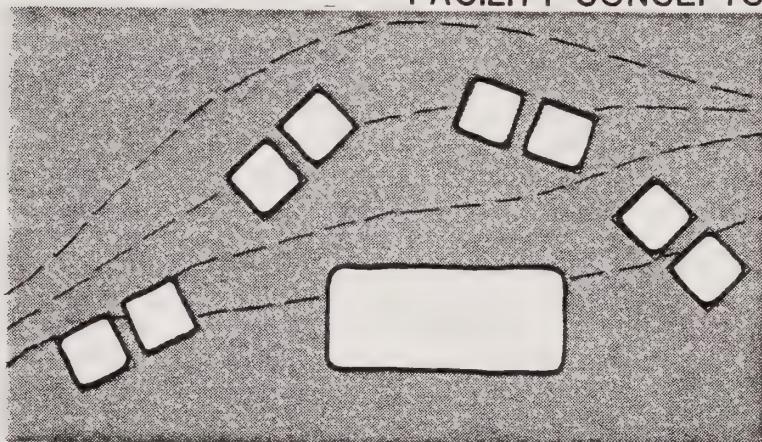
privacy or 'turf' lacking in an open dorm.

The minimum housing consists of 12 bed dormitories, convertible to single rooms, but without individual toilets.

Construction Methods	The preliminary investigation of construction methods indicates that seismic considerations tend to narrow the cost range between different types, so that local labor and material requirements may be the determining factors.
Design Concepts	<p>The basic design concept alternatives are for:</p> <ul style="list-style-type: none">o 3 facilities arranged around a complex support core.o 4 facilities arranged around a complex support core.
Facility	The facility concept, taken from the accompanying chart (pg.3.0.3) is for a centralized type. Here, the 48 bed housing units form a ring around a central outdoor space. Each housing unit has a control station which looks inward to the day space and rooms, and outward to a central area. Each control station is in sight of the others for security support. An inmate released from this housing therefore is always in view of an officer, even if not under escort.
Complex	<p>The outer walls of the adjoining housing modules form the primary security barrier for each facility. Each facility has a program area accessible to all living units. Each housing unit can be secured and operated by itself without affecting the operation of the facility. Likewise additional housing units in groups of 48 can be added without disrupting operations. (pg.3.0.6).</p> <p>The facilities are arranged around a complex support core. (See pages 3.0.4 and 3.0.5). The centralized concept (pg.3.0.7) was selected since each facility needs to maintain direct circulation link to the central support core.</p> <p>Thus, several semi-independent units with separate circulation and classification are created to allow the most flexible type of operation: i.e. from housing modules of 48 to a support core for the whole complex.</p>

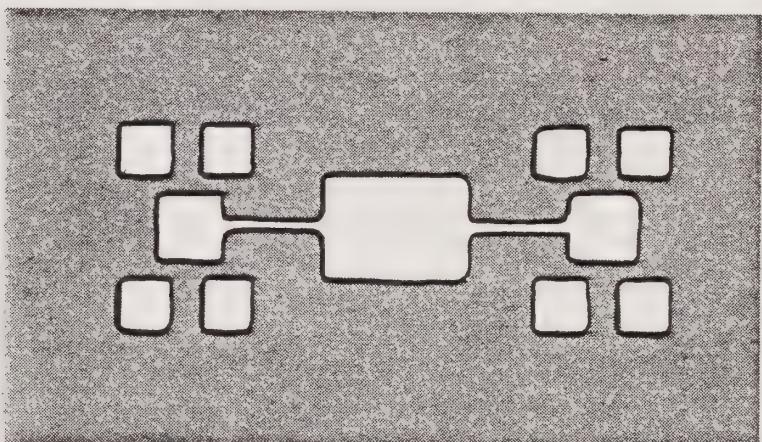
FREE LAYOUT

- Adapts to site
- Easily expanded
- Occupies large area



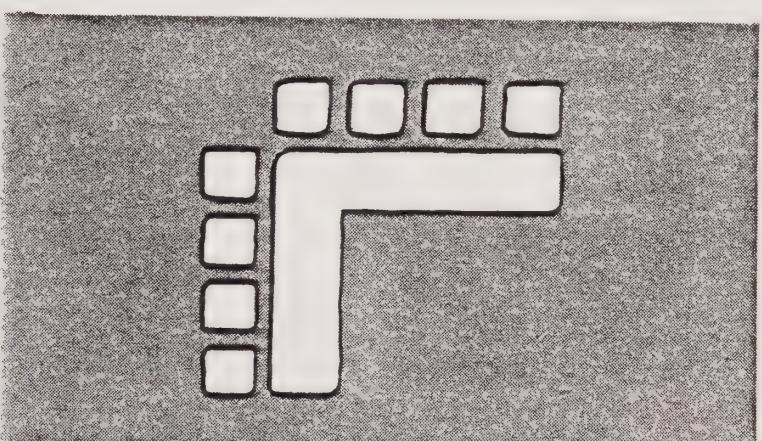
NODAL

- Accommodates various security levels
- Good program flexibility
- Occupies large area
- Increases security staffing



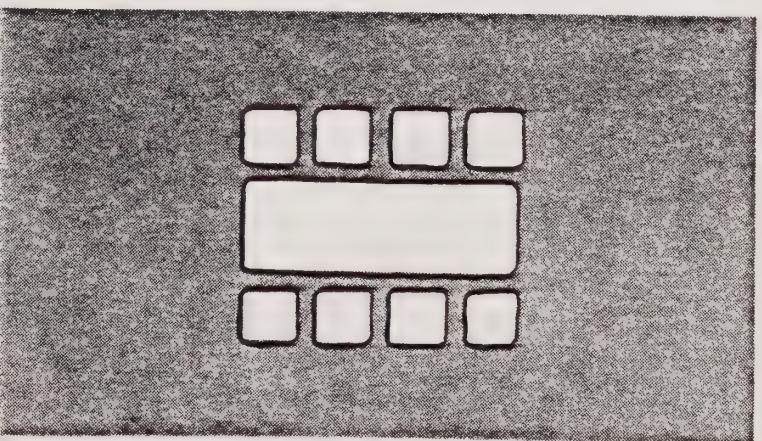
LINEAR

- One private side
- One public side
- Easily expanded
- Rigid construction



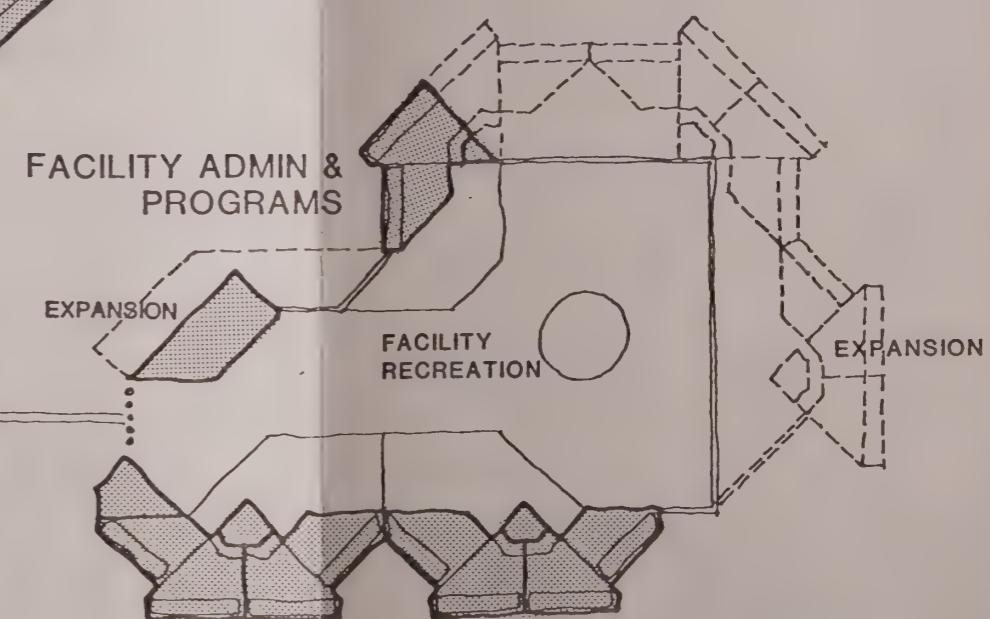
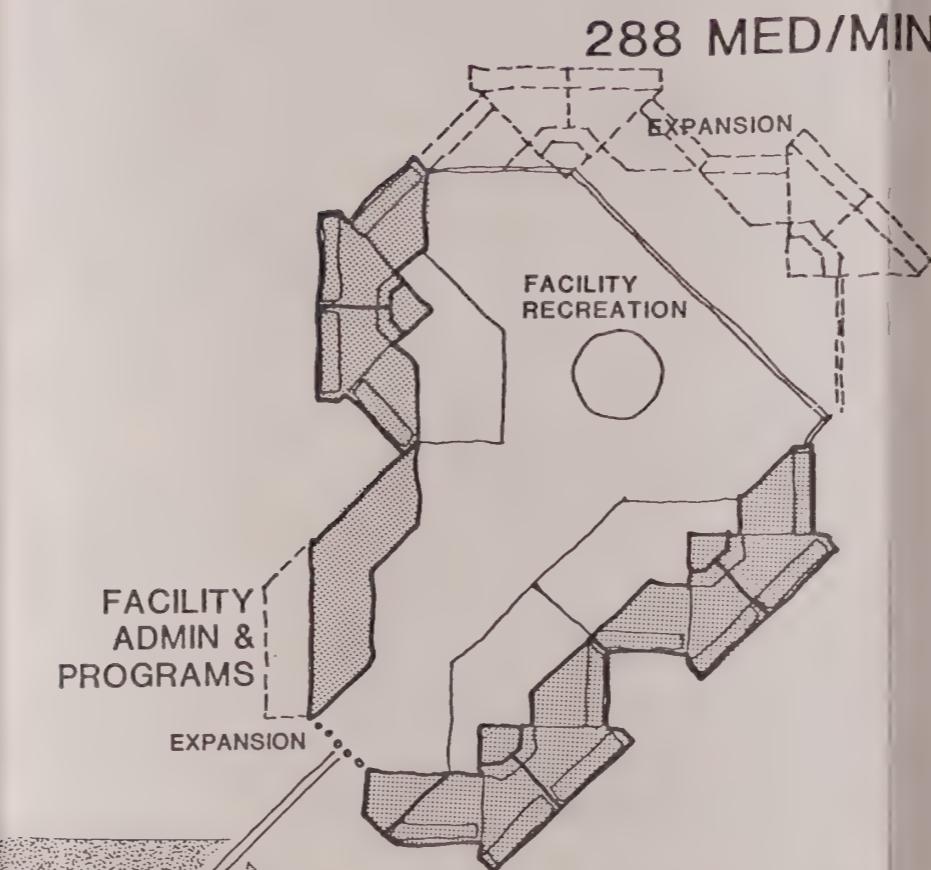
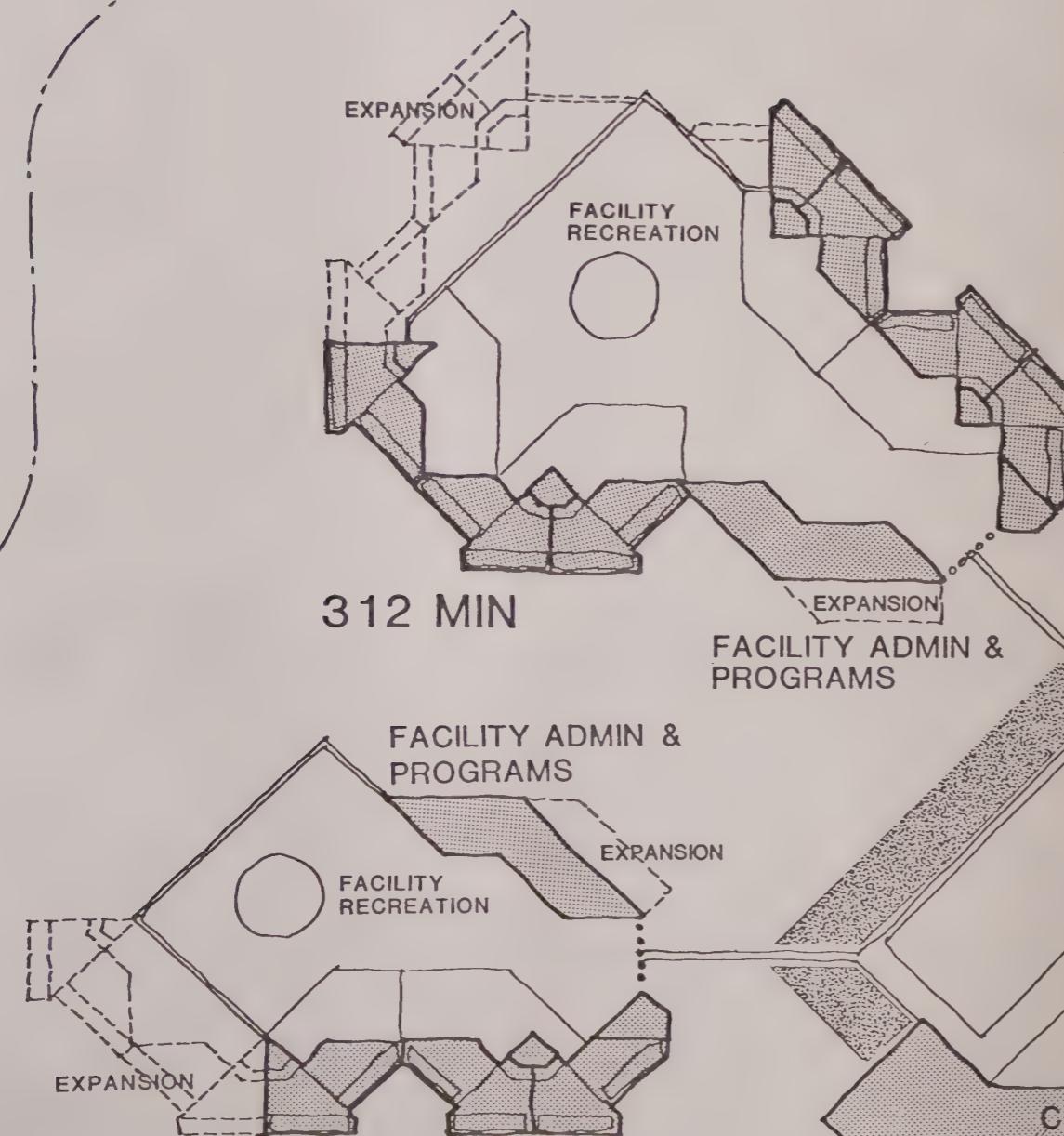
CENTRALIZED

- Most compact
- Good security
- Can form its own security perimeter



- Advantage
- Disadvantage

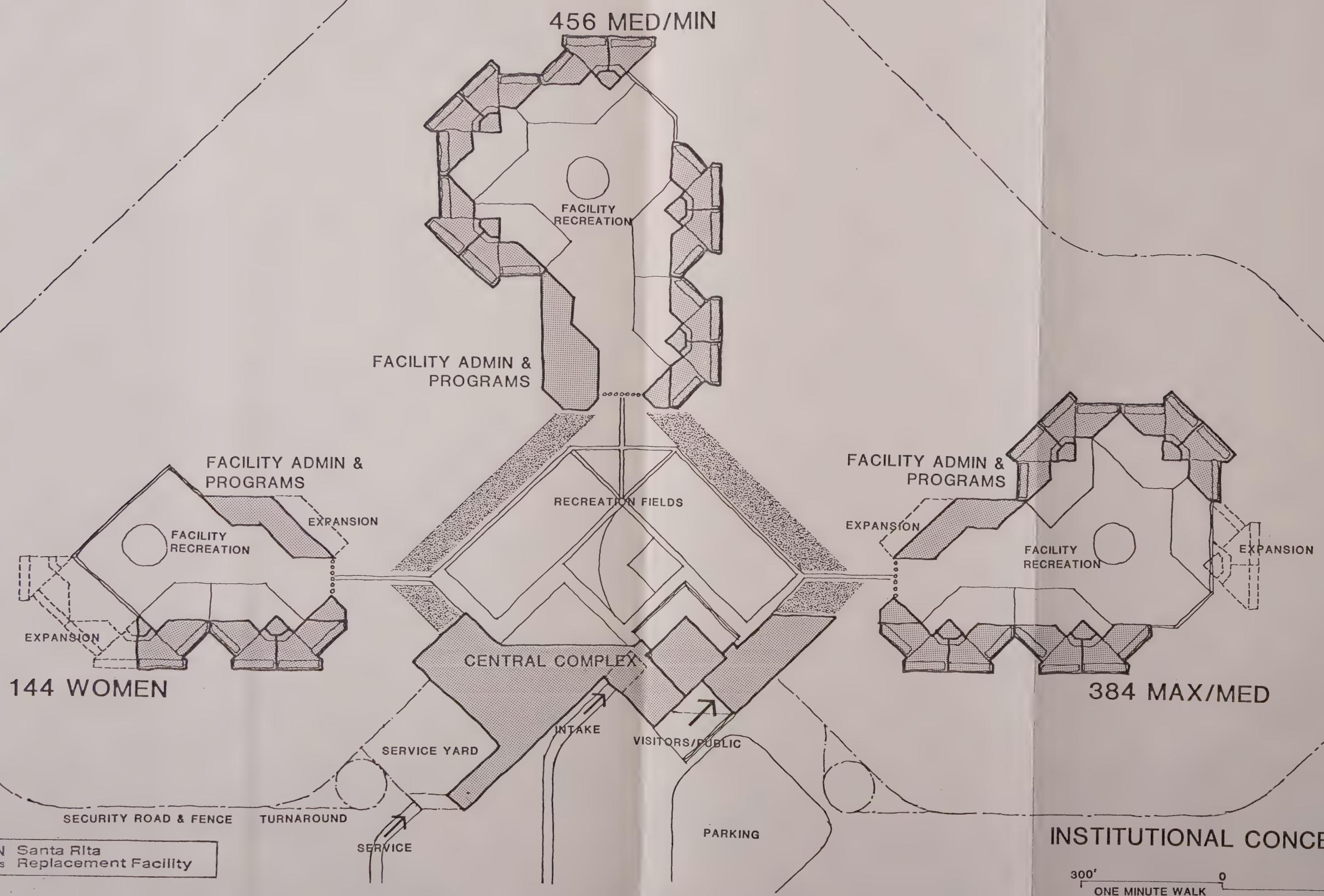
MODEL 1

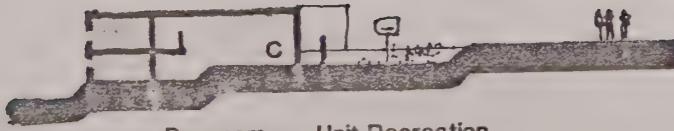
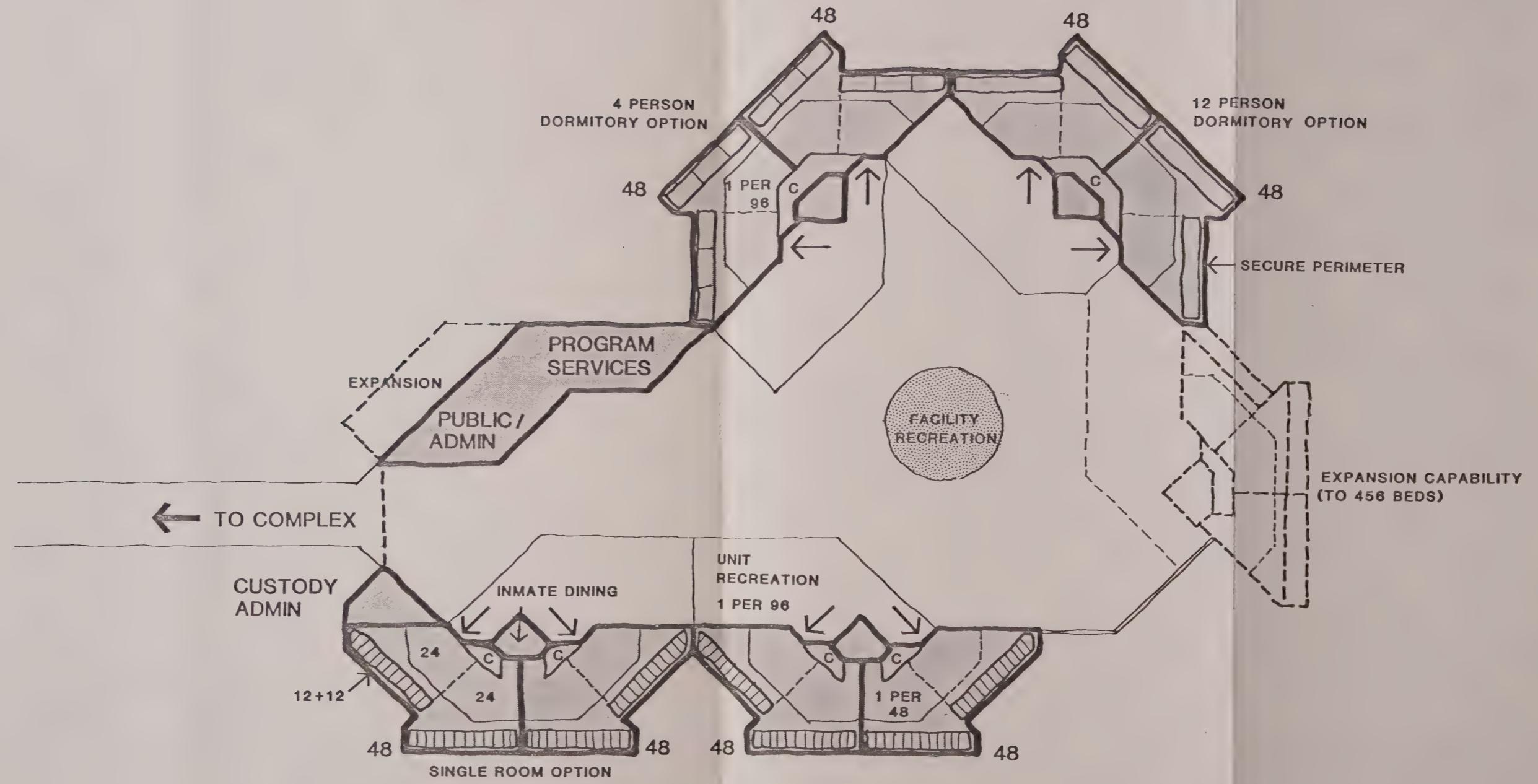


INSTITUTIONAL CONCEPT

300' 0 300'
ONE MINUTE WALK

MODEL 2

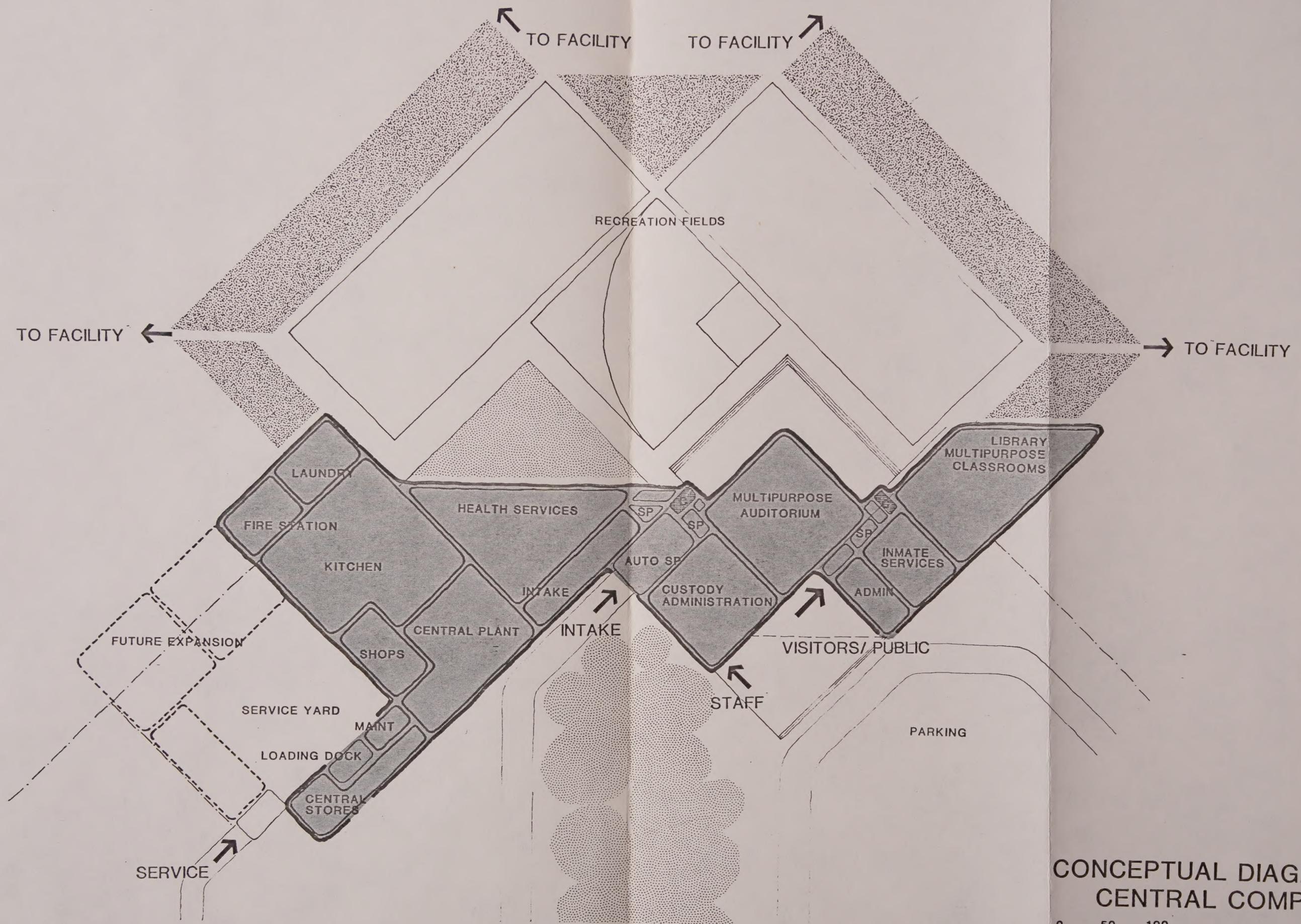




HOUSING UNIT SECTION

CONCEPTUAL DIAGRAM
FACILITY ORGANIZATION

0 50 100 300'
ONE MINUTE WALK



CONCEPTUAL DIAGRAM
CENTRAL COMPLEX

0 50 100 300
ONE MINUTE WALK

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